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ABSTRACT

The objective of this paper is to provide a brief overview of academic governance and administration with the intention of raising questions and stimulating discussion. All colleges must recognize that governance and administration are concerned with advancing their educational missions. In general, this can be accomplished only if the principles of sound executive management are known, understood, and followed. These principles embrace the concepts of: (1) the academy as a community in which all persons, teachers, and students are educators, and in which some authority is shared among the varying constituent groups; (2) the delegation of responsibility to the key officers within the college as well as the committees and councils that participate in governance; (3) the granting of authority commensurate with the delegated responsibilities; (4) the insistence on accountability of all officers within the college, including the chief executive; and (5) the development of strategies for promoting effective change within the institution. A list of 50 representative principles is included as well as a model of an in-depth study for the development of a college's educational master plan. (Author/HS)

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REFLECTIONS AND NOTES ON STYLES AND ATTITUDES IN HIGHER EDUCATION ADMINISTRATION

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I. Introduction

This essay deals primarily with styles and principles of administration in higher education. It is in part impressionistic, analytical and descriptive. No attempt is made to provide models of organization. The emphasis is more upon general principles and themes. The analysis is not exhaustive. Neither is it a treatment in depth. At best this discussion can provide the basis for further dialogue and analysis.

The principles articulated in the first section are representative samples only. With the exception of the office of the president, no detail is provided regarding the roles of key college officers. The underlying assumption is that colleges must develop their own models of organization. Each institution has its own priorities and needs. An organizational structure must be responsive to those needs and missions.

Few colleges can be effective if they become preoccupied with their own governance. All colleges must recognize that governance and administration are concerned with advancing their educational missions. To the extent that this is accomplished, almost any model can be considered effective.

In general the accomplishment of the above-stated goal can be promoted only if the principles of sound executive management are known, understood and followed.

These principles embrace the concepts of

1. the academy as a community in which all persons are educators - teachers and students - and in which some authority is shared among the varying constituent groups;
2. the delegation of responsibility to the key officers within the college as well as to the committees and councils which participate in governance;
3. the granting of authority commensurate with the delegated responsibilities;
4. the insistence on accountability of all officers within the college - including the chief executive; and
5. the development of strategies for promoting effective change within the institution.

Following the list of representative principles in administration is a model of an in-depth study for the development of a college's educational master plan.

II. Representative Principles

1. The underlying philosophy of an administrative organization is that administrators, faculty, staff and students constitute a team whose collective effort is devoted to realizing the educational objectives of the college. The major objective is to avoid any cleavage between administration, staff and students.
2. Administrative organizations will differ among colleges. Each institution should perceive its own needs and develop a structure which is responsive to those needs. But all must understand that effective college administration will depend more upon people than upon any particular organizational structure.

3. Total participation in the governance of a college is never possible. Nevertheless, provisions should be made for effective inputs by all of the constituents of the college. These include students, faculty, administrators, alumni, parents and the general supporting public.
4. A well-defined organizational structure would minimally include a division of responsibility with authority delegated to respective offices to make decisions, recommend policies and to execute those already approved. The sources of power should be clearly identified so that all persons in the college will know clearly where decisions are made.
5. Teamwork will require both vertical and horizontal communication. Sometimes responsibilities will overlap. Information sharing will avoid duplication of effort and hopefully conflicting objectives.
6. Accountability must be required of all the power holders and decision makers. Major discontent with decisions cannot go ignored. Appropriate outlets must be provided to air grievances and concerns which may affect the vitality of the total community. These procedures must be carried out at a level below that of the Board of Trustees and the Office of the President. These two levels must be reserved for appellate review.
7. The most appropriate time for an institution to review its goals and missions is when the leadership changes at the top. For many institutions such a review does not take place unless there is a change in leadership. Limited tenure for

chief executives should be considered and the period in office should be defined consistently with the needs of the institution.

8. Of all the power holders within the academic community, the Board of Trustees is often the least understood. They are seldom seen by students and faculty. Because board members theoretically hold ultimate decision-making authority, greater attention should be given to board of trustee composition and roles.

9. It would be valuable for both public and private institutions to hold public board meetings. Discussion and decision making on sensitive issues can be reserved for closed executive sessions. This procedure would give the board visibility and impart the image of the board as a group of human beings who are indeed concerned about the work of the academy. A side benefit is also the creation of a feeling of involvement on the part of the public which otherwise would never view this aspect of college governance.

10. The composition of a board will vary with the type of institution and its needs. Careful study should be given to trustee selection and trustee responsibilities. Diversification, influence and interest are all important factors. Persons who are not interested in working on behalf of the college should be avoided. Many colleges have been hurt by disinterested and inactive board members.

11. Fund raising or resource cultivation is a fundamental responsibility of all trustee boards. It is also a sadly-neglected role in far too many colleges. In

the private college, especially, trustees must, in fact, assume leadership responsibilities in this area. The leadership must be not only dynamic but clearly visible.

12. The responsibility of the board in selecting a president may be only casually understood. Careful consideration must not only be given to the type of person desired but also to the mission of the institution. No other task performed by a board is as important as this one.

13. The role of the Board of Trustees in decision making or policy formulation is generally accepted and understood. Board members are the ultimate holders of power. This means that they must know the institution they serve. They must also be knowledgeable about the needs of the larger society to which the institution seeks to be responsive. In its role as policy maker, the board must rely heavily upon the expertise of the president of the college - who is its chief executive officer. Board members are not professionals in higher education. The president must be. He must, therefore, assume the task of promoting continuing education for the board in the areas of higher education generally and the college specifically.

14. Once major policy decisions are made, involvement of the board in internal implementation should be totally absent. Accountability of the president should be required and when he is incapable of management and execution of policy, the board has the responsibility of seeking a new chief executive officer.

15. Because the roles and responsibilities of boards of trustees are so important and often so misunderstood, there is the need for continuing education programs. Trustee seminars should be promoted and sponsored by all colleges. Professionals in resource cultivation should be used to acquaint board members with the roles they play in this critical area. These seminars should also be used to communicate with board members about various developments within the college. These are usually busy people who seldom have time to read all of the reports which they receive. Yet they must be knowledgeable about the institution's educational program and development. Periodic seminars would meet this need.

16. No other responsibility of a board is as important as the selection of a president. If the outgoing president has fulfilled his obligations, the board will have a clear understanding of higher education trends and institutional needs. The process of selection as well as the participants will vary among colleges. Regardless of who the participants are, it should be clearly understood that the selection of a president is a trustee responsibility. Other parties may have advisory roles which should be so identified. Otherwise, consultation may be misconstrued and the president will be selected in a popularity proceeding. This will be unfair to him and to the college and could easily impair his freedom to aspire to educational leadership and statesmanship.

17. A strong chief executive is indispensable to the success of the educational enterprise. First and foremost, he must be the visible leader of and spokesman for the institution. He is responsible for creating tone and character in the learning environment and intellectual community.

18. The responsibility of the president is both for and to the institution. He is accountable not only to trustees but to faculty and students as well. In this role the president must encourage and provide for the participation of all appropriate groups in the development and governance of the college. He must weigh all of the different interests among the competing groups. The buck stops with him. At some point he decides. He must lead.

19. The effectiveness of presidential leadership is often associated with style. The grace and efficiency he portrays in decision making is often as important as the actual decisions. The power of the president comes both from his office and his personal mystique. Unlike other officers, he cannot turn himself on or off. At all times, at all places, he is the president. To be effective he must be consumed by the office. He is at once the object of both love and hostility. His greatest insurance against unwarranted attack is a style which is purely professional and clearly above the competing and often petty personal interests of the various constituent groups. At all times his image must be one of a fair, honest and capable human being.

20. The president must be in fact and must have an image as a student of higher education. He must arrange the conditions of his life so that he has time for studied reflection. He must remain in touch with the larger trends and issues. He must often take the long view and see the college in its total perspective. No other officer or person within the college can truly share this responsibility. All others relate to their specific programs and limited responsibilities. Only the

president develops the total institutional sense and maintains the global view.

21. The exercise of power by the president has real limitations. He gives to his chief administrative officers powers and authorities commensurate with the delegated responsibilities. While he may appear to ignore certain issues, he often is simply providing his officers the opportunity to act and make decisions.

22. The president's power is limited also by the traditional role of the faculty in curricular decisions. The integrity of the academic process must be preserved by a system of initiation, debate and review. Often the president is most effective when he plants ideas and permits them to be developed and expanded in faculty discussion. Programs which develop in this fashion are generally more acceptable and enduring. The major compromise is usually only one of time.

23. Today's college culture has no place for a dictator president - a strong one, yes - but not a lord of the plantation. The paradox is that in many instances a president may have to struggle to avoid this role. Some cultures are not accustomed to delegated responsibilities and shared authority and decision making. The president is viewed as the old-fashioned "boss" who alone must decide. Because democracy in academe is often slow and cumbersome, some parties would prefer a president who makes decisions without campus participation. This problem is compounded by a drive and need which others have to relate only to the man at the top. The other contributing factor is the failure or lack of faculty desire to be involved. Where these attitudes are a part of the culture, dictator presidents are created.

24. Because of the need of a president to carefully husband his time, the matter of presidential accessibility should receive periodic review. Many persons like to avoid the chain of command and head straight for the top. If permitted, the president would be burdened with problems which require attention at a lower level. As a general rule, a problem is never ripe for presidential consideration until it has received the review of his appropriate officer. In many instances these problems may never have to reach his desk. When they do, they should be placed there by one of his chief administrative officers.

25. For the reason given above, the accessibility of the president to the faculty should be informal and limited. The president should be available to the faculty for general discussion and dialogue about issues and not about personal or professional problems, the resolution of which belongs at the level of the department or dean. Informal receptions and meetings where contact is desirable will provide the president the opportunity to know his colleagues. A presidential presence must be promoted, but open accessibility to faculty is not the key. The president must be seen as a leader and not as a trouble shooter.

26. The accessibility of the president to students requires a different consideration. The same general rule requiring administrative review of problems at a lower level is still applicable when presidents relate to students. Students have a need to relate to the president in the flesh. He is a model and authority figure who can fulfill certain ego needs of students. Their access to him assures them that there is concern at the top. The major caution is that students may easily

assume that problems they have can be resolved with a magic wand. They see the president as the final arbiter of disputes, the ultimate power holder who should act initially on all their issues and problems. They may not understand the management principles of decentralized decision making and delegated authority. His failure to make a decision on a student problem may create the image of equivocating. Often this is difficult to avoid. The only answer may be the time-consuming process of explaining to each student the operative procedures.

27. The burdens of a private college president are different from those in the public sector. This fact may influence the tendency of the private college president to exercise more direct control and monitoring of the institution's resources. In the public sector, budgets are usually real whereas in private colleges they at best represent hopes and dreams. Where survival is at stake, the chief executive may involve his office in a more direct way in the management of the institution. He may reserve to himself many responsibilities which he would otherwise delegate.

28. A wise president will select astute chief administrative officers who are professionals in their specific areas. He should then use them as the alter egos of his office. Efficiency, effectiveness, professionalism and loyalty must be the key characteristics of the president's team of administrators.

29. Loyalty does not mean the absence of dissent. Dissent is valuable. Chief officers have a responsibility to protect the president from error, including his own. Dissent should be confined to the inner chamber. Once a decision is made,

a united front must be presented. The president's key administrators have simple choices. They may agree with him, change his mind or leave. No other approach would be acceptable. In the final analysis, the president is accountable to the governing authority. He cannot delegate or shift his accountability. The decisions he makes must be ones which he can uphold and support. He cannot bear the risk of sabotage from a key official who is directly responsible to him.

30. In selecting the team of administrators, the president should clearly establish that these are his choices. He may wisely consult with faculty and students. Their role should be advisory only. If either group believes it selected the administrator, there is the risk that he serves at the will or pleasure of the faculty or students. Advisory or consulting roles should therefore be limited and defined. Otherwise, conflict could develop if the choice of the president differs from that of the faculty or students. In addition, a dangerous confusion of loyalties is likely to develop.

31. The faculty, in some situations, participates in the selection of the chief academic officer or officers. Requiring faculty approval carries certain risks. Unless the persons who are selecting are purely professional, the selection may be the result of a popularity contest. Where faculties are involved, their power should be to nominate. The power of the president to appoint should remain intact. Where there are differences, the president's choice should prevail. Although the chief academic officer is accountable to the faculty, likewise is he accountable to the president's team and owes his loyalty to him. If he fails to perform, the

president must be free to relieve him of responsibility. This freedom is impaired if members of the faculty believe this officer was appointed by them.

32. The selection of departmental chairmen may require greater faculty involvement. These academic officers are faculty-quasi administrators. They represent and articulate the interest of their departmental constituencies. This important function requires colleague respect and acceptance. Whether he is elected or nominated by the faculty, he is accountable to his colleagues. Faculty members should be involved in his selection. The degree or character of involvement may vary with each institution.

33. In general the extent to which a president delegates responsibility for personnel selection to the faculty will depend upon (a) the level of the office in the administrative hierarchy; (b) the stage of growth or maturity of the institution; and (c) the professionalism of the faculty or its willingness to assume this kind of responsibility. Colleges must avoid the practice of mediocrity selecting mediocrity. Insecure persons are not likely to select strong individuals who will aggravate this insecurity. If there is a tendency for a mediocre minority to take charge because the stronger faculty are interested in their scholarly pursuits, faculty involvement in personnel selection should be minimal. Leaders in a developing institution must often take the initiative to recruit other strong individuals. As professionalism and maturity increase and insecurity decreases, faculty participation can be pushed upward.

34. The organizational patterns will vary among institutions. The typical pattern is a four-divisional structure with a chief administrative officer who is in charge of each division and who is directly responsible to the president. These divisions are Academic Affairs, Student Affairs, Fiscal Affairs, Planning and Development.
35. Each institution must study its own unique needs and create a structure which is responsive to these needs. There are classical models which should only serve as guides. The major decision about the location of an office or a service must be made locally.
36. There is a tendency in some colleges for academic affairs and student personnel to clash. Reasons such as status differences resulting from faculty vs non-faculty and apparent involvement of "non-academicians" in academic matters may underly disputes. Some faculties may fail to grasp the "educational" role of student personnel services. The classroom is not truly separated from the remainder of the learning environment. One possible solution is to merge the two divisions into a single Division of Academic and Student Affairs with a Provost as the chief officer.
37. Cleavages between administration and faculty could be reduced, if not eliminated, by awarding faculty status to all eligible administrative personnel and by encouraging them to teach. This policy would help create greater colleague-ship among these two groups. It has the additional value of enabling administrators to maintain contact with a vital activity within the academy.

38. Decision-making procedures as well as job descriptions for all major offices should be communicated to the total community if role conflict is to be minimized. Who is in charge and who is responsible for making which decisions are questions most frequently asked. When students or faculty receive what they perceive to be buck-passing, it is usually the result of an unclear system of jurisdictions.
39. Problem solving within the academy should take place at the level closest to the problem. Often a clear statement of the problem and a request of the specific constituency for alternative solutions will yield results far more desirable than if administrative solutions and directives were issued.
40. Astute administrators will master the art of planting ideas and permitting them to germinate within the ranks of the faculty. Any system of governance must recognize the faculty's sensitivity to its role in making educational policy. Support for new ideas is likely to be more enduring if they originate from within instead of imposed by administrative fiat.
41. Faculty participation in governance is sometimes hampered by a desire of some of the highly competent faculty members to avoid campus politics. They prefer to pursue their teaching and research. Their participation on major councils and committees is left by default to weaker, less capable members of the faculty. The only solution to this problem is to permit the impact of these councils and committees to fall upon the faculty. When unwise decisions which affect the welfare of the faculty are made by peers, those who choose not to be involved will realize the effects of their neglect. Colleges must recognize, however, that

it is not the main function of faculties to administer an institution. Often those who are effective in the educational program seldom have the time to give. If committee or senate responsibilities consume a major portion of ones time, the institution should consider reductions in course load.

42. Student involvement in governance of the college has its limitations. Although the current trend suggests that student participation is desirable, there is a real question about the extent to which students really care to be involved - even in their own student governments. The deficiency here is similar to that in the faculty. The more competent students may have different priorities and the factor of time may inhibit their effective participation in influencing educational policy.

43. Student involvement in educational policy and decision making can be a vital educational experience for the student as well as for faculties and administration. For this reason student participation should be encouraged and promoted.

44. The major condition for effective administration is a professional environment in which peer group judgment - rewards and censure - appropriately exists. If decisions about promotions, salaries and tenure are made outside the arena of personal and campus politics, the health of the academy can indeed be preserved.

45. Effective administration must also promote and facilitate change in higher education. The first principle in this regard is that change must be knowledge-based, planned and managed. Careful study, accumulation of knowledge and

evaluation are important aspects of the change process. The institution should begin with itself as a responsible self critic - testing the consistency of its goals with the needs of society and evaluating the extent to which its structure and programing promote the accomplishment of its objectives.

46. Strategies for promoting change must also focus upon the culture of the specific educational enterprise. The total institutional attitudinal structure is important. Although the president may be a catalyst and an entrepreneur, he has a responsibility to the future to ensure that change has an enduring quality and is not simply dependent upon his tenure in office. Cultivating a base of support requires consideration of attitudes and behavioral patterns of the total campus community. The climate must be made receptive and positive behavior which promotes change must be inspired and often rewarded.

47. A strategy for change must recognize the realities of local campus politics and the roles of the various constituencies and power holders, both inside and outside the institution. The roles of each of the change agents may differ although the same end is promoted. To avoid conflict, these roles should be defined and understood.

48. Change can be more readily effectuated if it is threat-free, if the fears, anxieties and adversary relationships among varying groups are eliminated. Although many persons advocate change, their preference is stability. They are more comfortable with tradition. Vested interests abound. The uncertainty of how or where they will fit into a new structure heightens anxieties and fears and

strengthens resistances. The critical task which the engineers of change must face is the one of creating an institutional or cause sensitivity which overrides the personal or vested selfish interests of any group within the academic community.

49. Change should always be accompanied by research and evaluation. Behavioral objectives should be defined and measurable. If change is not to be viewed as a one-shot affair, it must be approached as a continuing commitment. Research and evaluation as well as a management audit can identify past errors and help develop a capacity or institutional capability for the promotion of change.

50. The chief principle which all participants in administration and governance must accept is that the main business of a college is not governance. A college's mission is to promote learning and scholarship. Excessive preoccupation with governance may impede this major objective. In this sense all persons in the academy are to be viewed as educators. Those who participate in governance, whether they are faculty or staff, do so in service capacities to promote the educational objectives of the college or university.

III. Commentary

One of the greatest illusions held by administrators is that a system based upon the principles of sound executive management will guarantee efficiency and effectiveness in college administration.

Such a system is indeed critical to the goal of efficiency. Whether it should be the first priority may be debatable. People make the difference. The "culture" of the campus is another powerful factor. The concept "culture" embraces a number of factors: (1) the capacity of persons at all levels to make decisions with dispatch; (2) the responsiveness of the various sectors to these decisions; (3) the appreciation of the participants of a system based upon a chain of command; (4) the willingness of all persons to assume responsibility for their respective roles and assignments; (5) the existence of a "cause" sensitivity - the tendency to view their work and that of others in the total institutional impact; (6) the willingness to submit to professional evaluation; (7) the willingness to make and accept decisions made upon bases other than personal; (8) the absence of intimidation, manipulation and conniving to advance one's own personal interest or goals; and (9) the capacity of all persons to be or to become effective self critics.

"Culture" affects the tone of a campus environment. If it is negative, suspicious and dishonest, good people will not remain. Weaker ones will succumb. Others may simply merge into it for the sake of survival. A president who views it all in total perspective and who feels an obligation to accomplish may become a "dictator" and take upon himself the characteristics of the culture which surrounds

him. The same possibility exists for other administrators who begin their work as enlightened human beings only to discover that this enlightenment cannot be imparted to others.

This emphasis is placed upon "culture" and people because it is generally conceded that one of the current evils in higher education is the tendency toward exaltation of selfish vested interests. The belief that people cannot rise above their history or their culture may have sound empirical validity.

Thus, it is argued that colleges must first address themselves to developing an attitudinal climate which supports the concept of a peopled community. The academy is a human organism, not an industrial complex. It has all of the hang-ups, frustrations, aspirations of dreams of the people who populate it. Unless governance is understood in this important dimension, no system is likely to be effective.

The concepts of governance and administration are not static. They are changing and responsive to the forces which affect or alter the structure and function of the educational enterprise. Many current factors affect higher education administration. A brief review of them may be instructive.

First, the role of the academy is changing and expanding. No longer will colleges be viewed exclusively as places where 18 - 22 year-old high school graduates come to listen to lectures, take notes and examinations for four years, whereupon by faculty vote they receive a degree. Colleges and universities are now seen as

educational resource centers which must serve a larger constituency and the large society which sustains it. The black college especially is also viewed as a power base within the community and this fact alone gives it a special character and relationship to the outside public.

The mode of instruction is undergoing a revolution such that the conditions of life for all academicians may in the future become more flexible. Cable television, dial-access retriever systems, home-operated cassettes will create a workable mechanism for self-directed instruction to become more of a reality. Faculty members may then be released from the pedantic motions of group classroom lectures. Students may receive degrees without coming to the campus.

University Without Walls, external degree, urban extension and continuing education programs all expand the mission of the college and enable it to touch people who were not before considered educable or interested.

The entire credentialling process may be so drastically revised that measures of efficiency will more closely resemble those of a business corporation. The index of instructional effectiveness may receive considerable modification. Faculty contracts may become keyed to their production of software and their abilities to generate income for the university.

How all of these factors will affect the role of governance and administration is not clear. There will be some impact as the lives of both students and faculties are rearranged. As educational services are delivered off the campus to new

emerging educational populations, these groups will perceive their interests and undoubtedly will wish to be counted in.

Second, the shifts in the internal power arrangements of the college need careful study. All of the questions relating to shared power have not been answered.

1. How much sharing and under what circumstances is it required?
2. What are the prerogatives which belong exclusively to the faculty, the students, the administration or the governing board?
3. Who is to be represented and why?
4. How is this representation to be determined?
5. To what extent will the interest of the supporting public be considered when decisions are made about representation?

These questions and many others continue to plague those who administer, teach and learn in a university.

Answers to questions will vary with the unique circumstances of each college.

Ultimate power resides in the board. The board traditionally delegates power and authority to implement policy and administer the college to the president who alone is in turn responsible and accountable to the board.

The president delegates appropriate segments of this power to the constituent groups within the college. The amount of delegation may and perhaps should depend upon the maturity level of the college. For example, in an institution which is slowly developing from a state of academic bankruptcy with a mediocre staff and faculty, a stronger than usual chief executive is needed to make decisions.

To give a mediocre faculty responsibility for recruiting other faculty and providing the guiding light for curricular reform would condemn the college to perpetual mediocrity.

As the faculty develops, appointments of competent people will not be threatening and the faculty could play a larger, more significant role in this process.

An important factor to consider is the willingness of the faculty to assume responsibility for participation in decision making. It is assumed that this is both a wish and desire of the faculty. This assumption may not be valid in all situations. The workload and scholarship responsibilities may be so burdensome that the faculty may prefer administrators to assume major decision-making responsibility. Also, there is the factor of impact. If faculty decisions are recommendations only and if they are consistently vetoed by a higher authority, less faculty involvement will be the result.

Whether and the extent to which students participate in governance may depend upon the character of the student culture. On a commuter campus where students have little contact with one another, the interest in campus politics and administration may indeed be lower than that of students who live in campus dormitories.

Students are transient. They come and go faster than the faculty. What may be the whim of one student population may become the object of hostility for the next. Care must be exercised in avoiding hasty responses to student group pressures for change. Their desire to be involved may be shortlived as they discover that governance and administration (for them membership on committees) are plain hard work.

There are, however, some clearly-defined faculty and student prerogatives. The faculty is generally regarded as the guardian of the academic program. They decide curriculum, course and graduation requirements. Their decisions in these areas should be honored, both by presidents and board members. They should also be given the responsibility for enforcement of their own code of ethics - to promote professional peer-group judgment.

Students could assume responsibility for discipline within their rank, the quality of life in the dormitories, activities of extra-curricular organizations. Many of the functions in these areas now performed by administrators can and should be given to students. Not only is there the value of shifting the focus of student dissent away from the college administration to themselves, but there is the additional value of the benefits of this governing experience in the educational process.

One must question whether students are really interested in governance. How high does participation work among their priorities? Students will tell you that their primary goal is fairness in treatment. Where this is not achieved without their inputs, they must protect their interests by becoming involved. There is also the factor of time. Many students work to finance their own education. The time left for either student politics or campus governance is small.

This problem of available time affects the character and quality of student and faculty representation. In both cases there may be a minority viewpoint rising to power because of default of others. How do you guarantee that students and faculty

represent the majority views and interest of their colleagues and peers. Accountability is minimized when participation in the electoral process is low. The implications are major. Often only those who have nothing else to do but criticize the administration receive a free ride to power. Those who are busily engaged in scholarly pursuits and who may have excellent ideas to contribute cloister themselves in their habitats of scholarship and research. Decisions in this process are less likely to be knowledge-based because of quick responses to militant demands. Preserving the peace rather than effective management may, under these circumstances, assume priority.

Shared power is an admirable objective if participatory democracy and the sense of community in academe are to be developed. But this objective can have real meaning if all members of the educational enterprise understand the burdens and demands placed upon all to professionally exercise their responsibilities and rights.

Third, the newly-emerging external forces are causing some colleges to rearrange their administrative processes. In general there is a greater public scrutiny of colleges and universities. They are no longer autonomous creatures immune to attack and criticism. They are now more open to investigation, examination and censure.

Legislators want to ensure that taxpayers receive a dollar return for a dollar invested. Alumni wish to preserve the enduring traditions which they come to appreciate only after graduation. The courts now give recognition to disputes once

considered outside their jurisdiction. Unions and the AAUP have risen to tremendous power as collective bargaining rapidly becomes a fact of life.

Fourth, the intense preoccupation with academic freedom and security of employment has profound effects upon the institutional capacity to change.

Tenure, the revered and cherished protector of academic freedom, upon close examination, may reveal itself as a practice which doesn't in the least accomplish this objective.

The purpose of tenure is to protect academic freedom - to provide a climate within which educator-scholars could criticize and reform society without fear of intimidation or dismissal. The maverick in education, the one who is different and non-conforming, also needed protection from the traditionalist inside and outside the academy.

In many instances, tenure is the reward for staying around, for time spent. The maverick who must win the approval of his tenured colleagues and the board to receive this award either conforms or is pushed out. Academic freedom becomes a small circle embracing only the true believers and patriotic saints. If improperly used, tenure could become the means of protecting a specific point of view, of destroying the academy as a hostel for those who wish to seriously study and challenge our society.

The absence of faculty codes of ethics or their enforcement results in a low level of professional peer-group judgment or none at all. The incompetent can then be guaranteed employment for life.

Tenure is desirable and necessary. But colleges need to study their "culture" to ensure that the proper climate is developed where professional behavior of all parties is the hallmark and where reason in judgment and decision reigns supreme.

Fairness in dismissals and non-renewals of contract is now protected by the courts and the unions. This protection is perhaps far more complete than that provided by tenure. Violations of First Amendment freedoms in the dismissal of faculty can now be challenged in the courts. The concept of due process is now becoming more understood and applied.

The real challenge to employment security of faculty will probably come from students rather than from traditional administrators. This challenge may take the form of student-conducted evaluations of teachers and of instructional effectiveness.

The validity of student competence in this area is subject to debate. Many will agree that although students may lack the competence to judge the content of a course, they are capable of distinguishing between good and bad teaching.

The difficulty may lie less with the evaluation itself and more with its use. Students may simply publish the results for information to be used by other students in selecting teachers. On the other hand, they may insist that the results be used in making decisions about salaries, promotions, dismissals and tenure. If the latter approach is taken, faculties may view the whole process as threatening and organize against it. Students and faculty will then become adversaries and the entire administrative process becomes affected.

If faculty participation is absent in the development of the evaluation instrument, students become vulnerable to the same charges they have leveled at the faculty.

The faculty will also have a case if the evaluation has the participation of a small minority of students and is billed as a "student body" project.

These challenges to faculty security can promote polarization which threatens the development of a sense of community.

Fifth, crisis management is becoming both an art and a science. Those colleges which develop the expertise in this area will undoubtedly move faster toward accomplishing their governance goals. Conflict and crisis can consume large portions of time and can divert physical and psychological energy away from other priorities.

A system of handling grievances and mediating disputes between the constituent groups is essential. This must be done in a way which preserves the role of the president and the board for the functions of appellate review.

These factors represent only a sampling of those which affect the administration of colleges and universities today.

No simple formulas or rules can be developed. Each campus must stand on its own. Whatever model is followed, all must recognize that only people can develop the needed atmosphere of mutual trust and respect. It is only when these elements are present in the campus "culture" can any administrative process be humane and effective.

IV. A Simplified Model of an In-Depth Study

One of the principles articulated in this discussion is that change should be planned and knowledge based. Otherwise, it is likely to be precipitous and short-lived.

The following is a simplified model or outline of the organization of an in-depth study for a college. It is organized into eight interrelated areas which will be studied by seven different commissions and coordinated by a single steering committee.

_____ COLLEGE - NEW DIRECTIONS

AN IN-DEPTH STUDY

A. OBJECTIVES

The purpose of this study is to conduct an intensive in-depth review of the total educational program of this college. This study will embrace eight broad areas:

- 1) Philosophy and Objectives; 2) Governance, Organization and Administration;
- 3) Curriculum Planning and Development; 4) Faculty Welfare and Development;
- 5) Student Welfare and the Learning Environment; 6) Continuing Education;
- 7) University Status; 8) Development, Institutional Resources and Budgeting.

The broad objective of this study is the preparation of a Master Plan for the Development of _____ College. It will differ from a typical self-study in the following ways:

1. This study will examine the philosophy and objectives of _____ in the context of current and future national and world educational needs.

The institutional mission, thus derived, will be the basis for examining and projecting _____ development in the other six areas.

2. It will be comprehensive in scope since institutional goals as opposed to provincial departmental objectives will be emphasized. The latter will be examined in depth to determine the extent to which they help implement the objectives of the college.
3. More attention will be devoted to an examination of national trends and practices. In this connection consultants will be employed to assist us in analyzing these trends.
4. Commission chairmen will be given a compensatory reduction in course load so that more time and leadership can be devoted to this effort.
5. The end product is projected to be a major statement on education and specific key areas. Although the report will provide the basis for planned change at college, it is also expected to chart new directions for higher education in the State and nation.

B. ORGANIZATION

Coordinating Committee

The study will be supervised or coordinated by a coordinating or steering committee chaired by the Vice President for Academic Affairs. This committee will also be responsible for fiscal management of the project and editing the final report.

Commission on Philosophy and Objectives

The work of this commission is projected to be completed by _____. Its report will be reviewed and circulated to the other six commissions to provide the proper framework and context for the examination of issues and programs in the major areas.

Some of the topics and concerns which this commission will consider are as follows:

1. Historical perspective
2. The educational needs and goals of our society
 - Compensatory Education
 - Liberal Arts
 - Major Specialization
 - Career Preparations
 - Character Development
3. The kind of change we seek to induce
4. Nature of our responsibility to the outside community
5. Urban outreach

Commission on Governance, Organization and Administration

This commission will be concerned with the following general issues and questions:

1. Implications of college's relationship to the State and Board of Trustees
2. The internal decision-making process
 - a. Who is or should be included
 - b. The flow of communications
 - c. The chain of command
 - d. The academic divisions and departments
3. Analysis of role and functional relationships
4. Administrator, faculty and student roles and responsibilities
5. The committee structure and functions
6. Job descriptions for major administrative and faculty officers

Commission on Faculty Welfare and Development

This commission will study the wide range of faculty concerns and needs. Both local and national issues will be explored. Among them are the following:

1. Salaries, fringe benefits and working conditions
2. The merit principle and distribution of salaries
3. Rights of non-tenured faculty
4. Standards for promotion and tenure
5. Recruitment and retention
6. Promotion and significance of research
7. Unionism and collective bargaining
 Implications for the future
8. The faculty as a community of scholars
9. Sabbaticals
10. Teaching loads and scheduling
11. Academic freedom - rights, freedoms and responsibilities
12. Procedures for handling grievances and complaints
13. Evaluation of effectiveness
14. Involvement in special projects

Commission on Student Welfare and the Learning Environment

This commission will explore in depth the impact of _____ total educational program upon the students. An examination of the learning environment is included in the belief that students are affected by the total climate and life style of the college.

Some areas of concern are:

1. Counseling - career and academic
2. Housing - rules and practices
3. Housing - type and quality
4. Co-curricular activities and student organizations
5. Admissions, recruitment and financial aid
6. Discipline and educational rehabilitation
7. The aesthetics of the environment
8. Health services
9. Intercollegiate athletics
10. Diagnosis - testing and placement
11. Measurement and evaluation of educational development in non-course areas
12. Role in evaluation of instruction
13. Faculty-student relationships

Commission on Curriculum Planning and Development

This commission will be primarily concerned with the formal instructional program - its content and organization. It will examine the programs currently in existence at _____ as well as the trends developing outside. It will seek to identify the needs to which the curriculum is addressed and explore ways to ensure that these needs are effectively met.

Among the topics and areas to be studied are:

1. Freshman Studies - course structure and content
2. General Education - what constitutes a liberal arts education
3. Major fields of specialization
4. Assessment of instructional effectiveness
5. The library, learning resources and instructional technology
6. Career preparation - the alumni - where are they now and where are they likely to be 10 years from now
7. Special Projects
 - a. Criteria for approval
 - b. Cost
 - c. Continuing commitment
 - d. Impact upon the instructional program
8. Allocation of resources and identification of priorities in the curriculum
9. Curriculum change - the process
10. Facilities needed to effectively implement the curricular program

Commission on Continuing Education and Urban Outreach

This commission will project the long-range development of _____ commitment to continuing education. It will explore the ways in which the college can deliver educational services to a larger constituency.

1. Identification of the constituency to be served
2. Examination of the need for continuing educational services
3. Review of the public commitment to support this service
4. The content of the course and service program
5. Criteria for selecting personnel
6. The urban outreach

Commission on University Status

Some of the issues which must be considered are as follows:

1. The impact of "University" in an institution's name
2. Evaluation of the need for additional doctoral and professional schools in the State
3. Financial implications of these programs
4. Capacity and willingness of the State of _____ to make the required financial commitments
5. Evaluation of the readiness of _____ College to undertake doctoral and professional level programs
6. The viable alternatives which must be considered if the need for additional "university type" program exists

Commission on Development, Institutional Resources and Budgeting

1. Identification of the sources of financial support
2. Projections of the level of support from each of these sources
3. The institutional organization which will best cultivate this support
4. The analysis of the image-making potential of the institution
5. Analysis and construction of a system for information sharing about the institution and its finances
6. Establishment of capital and program priorities for budget projections

V. Conclusion

The objective of this essay was to provide a brief overview of academic governance and administration. It was intended to raise many questions and stimulate discussion.

The views expressed are not research based but are developed out of the experiences of the author who claims sole responsibility for the errors and insights.

The author firmly believes that academic administration is both a human art and science. Each person brings to it his own style, imagination and skills. Much of it has to be learned in the crucible of experience rather than taught in classroom-textbook fashion.

Only those who have the urge, the heart and the courage to pursue administration as an all-consuming endeavor should enter the profession. Those who do will find it simultaneously frustrating and personally rewarding.

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